



# Evaluation Summary



International  
Labour  
Office

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Office

## “Technical Assistance for Improving Social Dialogue in Working Life Project”

### Independent Final Evaluation

#### Quick Facts

**Countries:** Turkey  
**Final Evaluation:** January 2019  
**Evaluation Mode:** Independent  
**Administrative Office:** DWT/CO-Ankara  
**Technical Office:** NORMES and DIALOGUE  
**Evaluation Manager:** Özge BERBER AGTAŞ  
**Evaluation Consultant(s):** Donata Maccelli  
**Project Code:** TUR17/50/EUR  
**Donor(s) & Budget:** EU (USD 2,800,000)  
**Keywords:** social dialogue, freedom of association, labour rights

<http://www.ilo.org/thesaurus/>

#### Background & Context

##### Summary of the project purpose, logic and structure

The action was funded by the EU and was implemented in Turkey from 2016 to 2019. The main beneficiary is the General Directorate of Labour at the Ministry of Family, Labour and Social Services of Turkey (MoFLSS).

The overall objective expressed in the project's Description of the Action is promotion of social dialogue at all levels in Turkey.

The objective of the action is increasing the capacity of social partners and relevant public institutions and awareness-raising on social dialogue at all levels through a holistic approach.

The project's results are:

1. Institutional capacity of MoLSS, related institutions and social partners to better engage in social dialogue in working life,
2. Increased awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels,
3. Improved social dialogue mechanisms at all levels.

To reach its objectives, ILO implemented a broad range of activities. Training was provided to social partners on international labour standards, bipartite and tripartite social dialogue, ILO Conventions & EU acquis, and other specific topics such as freedom of association, right to collective bargaining and worker representation. Studies and researches were conducted on economic and social councils and other tripartite social dialogue mechanisms, work councils and worker representatives in the EU member states. A survey was conducted on perceptions about trade unions. Workshops and conferences were organized on freedom of association, collective bargaining and social dialogue. Study tours were organized for social partners to three EU member

states. Internships were also arranged at the ILO headquarters. Finally, a grant scheme was launched and implemented, for small projects covering social dialogue themes.

The project was managed by a Project Team, acting in coordination with the beneficiary (the Ministry of Family, Labour and Social Services). The Ministry managed the grant scheme.

### **Present Situation of the Project**

The project has been completed in January 2019.

### **Purpose, scope and clients of the evaluation**

The purpose of this final evaluation is, first of all, to ensure accountability to Beneficiary, donor and key stakeholders and secondly, to promote organizational learning within ILO and among key stakeholders.

The objectives of the final evaluation are to provide the ILO, the project management, the donor and the other stakeholders with an independent assessment of the project's relevance, efficiency, effectiveness, sustainability and impact potential, and to identify key lessons learnt and good practices.

The scope of the evaluation encompasses all activities and components of the project during the whole duration for the period from 1 August 2016-31 January 2019.

The following groups are the main clients of the evaluation:

- Target groups of the project, including Trade unions and confederations of workers, employers and civil servants; Unionized employees and employers; Employees and employers who are not unionized; Educational institutions, teacher, academicians and students; staff of the relevant Ministries (Ministry of Family, Labour and Social Security-MoFLSS; Ministry of Interior Affairs (MoI); Ministry of Justice (MoJ); Local administrations; Provincial Employment and Vocational Training Boards (PEVTBs); Small and large enterprises;
- ILO management and staff at the HQ and country office

- Donor (the EU Delegation in Ankara)

### **Methodology of evaluation**

The evaluation was conducted in a participatory manner by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation.

The methodology for collection of evidence was implemented in three phases (1) an inception phase based on a review of existing documents to produce inception report; (2) a fieldwork phase to collect and analyze primary data; and (3) a data analysis and reporting phase to produce the final evaluation report.

Both qualitative and quantitative evaluation approaches were considered for this evaluation.

The evaluation reviewed all activities carried out by the project from the project start until January 2019. The primary sources of data for analysis came from project documentation, key informant interviews (social partners) and the donor (the EU Delegation to Turkey). The evaluator consulted government authorities, trade unions, employers' associations.

### **Main Findings & Conclusions**

**Relevance.** The relevance of the project to UN and ILO policy framework is high. There is good coordination and logical consequentiality with UNDCS goals and priorities, and good complementarity between this project and other ILO initiatives in Turkey. The project has taken into appropriate consideration SDG Goals 8 and 17, and has significantly contributed to the achievement of them. In terms of national policies, the action is well aligned with the priorities indicated in the Ninth Development Plan, while the Tenth Plan is less engaged than the previous one on social dialogue issues. The design of the project presents some weaknesses. The number of activities is excessive for a 2 years' project. More sustainable deliverables might have been included, as for instance a roadmap for Social Dialogue in Turkey, developed with and agreed upon by all

stakeholders. Indicators are mainly activity-based, thus putting effectiveness and focus at risk.

**Effectiveness.** The majority of project activities have contributed to the attainment of the expected results. The project has offered a platform for discussion and dialogue in a time where such initiatives might have been difficult. The project has successfully developed awareness, and created interest and consensus, on social dialogue among a large number of stakeholders, due to intense training, conference, workshops and studies. The sectoral approach and the use and maximisation of existing ILO networks with the private sector have strengthened the effectiveness of the action. Actions implemented at sectoral level and grant projects have also contributed to strengthen and boost bipartite dialogue.

**Efficiency.** The project was executed in an efficient way, in spite of external constraints due to the general reluctance of many companies to accept social dialogue themes, and to the state of emergency in the country. The hard work of the project team and a strong management structure have helped in keeping control over the implementation. From the financial side there have been no major issues.

**Sustainability and Impact potential.** Sustainability was not sufficiently mainstreamed in the project design. It is difficult to assess whether current policies are conducive to a deep reflection on social dialogue issues. Similarly, it is not clear whether project outputs (training, studies, research and other material developed under the initiative) will be further utilized. There is a need for strengthening the overall sustainability vision, that pays adequate attention to lasting results, substantial changes in policy directions, further ensuring of funding, embedding of project outputs into management and policy practices of Turkey. Impact might be significant – especially with regard to educational activities, targeted at a young audience –; in any case, continuity of efforts and dialogue is needed to deepen up the discourse on social dialogue.

**Gender, non-discrimination and social dialogue issues.** The project design did not adequately

address issues of gender equality and non-discrimination. The project team partly addressed these shortcomings by informally encouraging stakeholders to involve women in project activities. Gender issues were also taken into consideration in research activities; the experts were expected to include gender based data, analysis, research questions etc. which were transferred in the reports as well. More might have been done to utilize in an innovative way women networks, such as women's committees in trade unions. With regard to ILS and social dialogue, lectures were organised in the majority of training sessions, and relevant ILO documentation was duly translated and distributed. Also, internships at ILO Offices were beneficial to further deepen up knowledge on these issues.

## Recommendations

### Main recommendations and follow-up

For Relevance:

1. Improve project design: develop outcome-based indicators, devise sustainability measures, include gender elements, strategize the project by including sustainable medium-term outcomes

For Effectiveness:

2. Involve media in project activities to create consensus and awareness
3. Disseminate good practices developed under the grant scheme

For Efficiency:

4. Improve reporting templates, so as to maximise information provided to the donors

For Sustainability:

5. Include and discuss an exit strategy in the project
6. Establish a dedicated unit at the MoFLSS
7. Ensure that project outputs (training materials, studies and research) are further utilised

8. Use the potential of change agents to continue carrying on the social dialogue agenda

For Gender Equality and non-discrimination:

9. Ensure that gender elements are always included in project design
10. Include training/awareness modules on gender equality and non-discrimination issues in all interventions.